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SOCIAL POLICY RESEARCH ASSOCIATES

EASTSIDE CAREER CENTER BALTIMORE, MARYLAND

One-Stop Profile

November 1996

Based on a Site Visit Conducted During June 1996

**EASTSIDE CAREER CENTER
BALTIMORE, MARYLAND
One-Stop Profile**

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DESCRIPTION OF THE LOCAL CONTEXT

The Eastside Career Center is a “full-service” career center that is part of an extended network being developed to serve employers and job seekers throughout the Baltimore City service delivery area (SDA). The City of Baltimore—with 700,000 residents, 59% of whom are African-American—is surrounded by six suburban counties that are also part of the Baltimore primary metropolitan statistical area. Partly as the result of the out-migration of residents and city-based businesses to the surrounding suburban counties over the last 15 years, central city residents have significantly lower education levels, lower median incomes, higher unemployment rates, and higher poverty rates than residents in the surrounding urban counties. For example, the unemployment rate among Baltimore city residents was 8.7% in 1994, compared to 5.6% in surrounding Baltimore County. However, with 390,000 jobs within the city limits, the city is still a net importer of workers, many of whom come from nearby Baltimore County.

One of the themes of the local One-Stop initiative—as well as of the *Employ Baltimore* campaign with which One-Stop efforts are closely coordinated—is to close the education, employment, and earnings gaps between Baltimoreans and other metropolitan area residents by helping city residents compete successfully for local jobs. In addition, job creation strategies are being pursued by local elected officials and economic development planners. Recent efforts to stimulate downtown economic development have resulted in the development of a new downtown hotel and convention center. Efforts to stimulate economic growth have also been fortified by federal Empowerment Zone funding earmarked for business retention/job creation in targeted low-income neighborhoods.

The stated mission of the Baltimore Career Center Network is “to provide effective employment and training services to the entire Baltimore community through comprehensive integration and coordination of services among sites and funding sources, a customer service approach, and state-of-the-art technology.” The network

combines co-location of staff with the implementation of integrated staff functions and delivery of an integrated menu of services in full-service centers with a “no wrong door” approach that links participating service providers throughout the city. When fully developed, the system will include:

- Three *full-service career centers* offering a comprehensive menu of staffed and self-service options, open to the general public as well as individuals qualifying for targeted services.
- A number of *specialized centers* offering a more limited set of services. Examples of specialized centers include free-standing Job Service offices with limited ES/UI services, centers specializing in youth services, and centers specializing in services to welfare-dependent families.
- A network of satellite “*village centers*” staffed by community-based organizations that will conduct outreach to residents of targeted low-income neighborhoods, provide counseling on education and employment, and refer interested residents to services available in other network locations.

Local One-Stop partners began planning for the development of an integrated menu of employment and training services that would transcend agency and program boundaries nearly a year before the state of Maryland received its One-Stop Implementation Grant. Initial discussions of how to integrate services focused on the transformation of services to meet the needs of dislocated workers. Previous Job Service and JTPA service models were not varied enough to meet the diverse needs of the dislocated worker population. Coordinated efforts by local Job Service and JTPA partners to develop “customer-driven” services for dislocated workers as well as early intervention services for UI recipients under the Worker Profiling and Reemployment Services Program were catalysts in the movement to reengineer and consolidate local workforce development services. Declining federal funding also made local partners realize that they needed to develop a coordinated service approach to achieve economies of scale in service delivery.

The design and implementation of the Eastside Center—as well as of the Baltimore One-Stop system as a whole—is being influenced by a number of local factors, including: (1) access to Maryland’s well-developed technology-based CareerNet automated services; (2) strong interest in and support for workforce development and economic development issues by local elected officials and city administrators; (3) a commitment to involving community-based organizations in the

design and delivery of One-Stop services; (4) the need to address the employment-related needs of 40,000 individuals currently on the AFDC caseload; and (5) an entrepreneurial approach to securing funding to further local economic development and workforce development objectives. These factors are discussed in more detail below:

- *Maryland's CareerNet hardware and software is a key element in the design and delivery of services within the Baltimore Career Center Network.* As a licensed recipient of the CareerNet system products, the partners in the local career center network have benefited from the extensive technology-based products already developed at the state level. The partners in local full-service centers, such as the Eastside Career Center, have been able to focus their design efforts on further development of self-service options, plus developing a diverse menu of enhanced services to supplement the self-service tier.
- *The mayoral administration and city agencies are strongly committed to workforce development services as a tool to improve the educational and employment status of city residents, particularly those residing in low-income and minority neighborhoods.* As a result of strong political and staff support for these issues, the One-Stop initiative in Baltimore has enjoyed high visibility, a strong emphasis on collaboration among local partners, and the coordination of multiple funding streams on behalf of a common vision.
- *Community-based organizations have historically played important roles in Baltimore in developing neighborhood-oriented improvement initiatives and providing services to local residents.* The local One-Stop planning process has recognized the important contribution of community-based organizations and included them as key partners in the Career Center Network. Community-based organizations have been designated as the contracted managers of two of the three full-service career centers in the city. In addition, the One-Stop centers will be closely affiliated with the network of six "village centers" that will be operated by neighborhood-based organizations as part of the Empowerment Zone initiative, described below.
- *Under welfare reform, the local partners will have to design a system for serving the 40,000 individuals currently on the AFDC caseload.* Since 1994, the local JTPA administrative entity has served welfare recipients at distinct "Project Independence" service centers. Although the Department of Social Services has indicated that it wants to be "inside the tent" in the CareerNet delivery system, it is likely that welfare-to-work services will continue to be provided through a distinct service network, because of the high customer volume and distinct service approach mandated for welfare recipients. (Although welfare

recipients are eligible for JTPA services, the state's welfare reform initiative emphasizes job search assistance and work experience as the two primary services and discourages participation in long-term training.) However, to the extent possible, CareerNet services will be provided to welfare customers and the delivery of customer-centered services will be attempted.

- *The local One-Stop partners have secured funds from a number of different sources to support local economic development and workforce development objectives.* The One-Stop initiative is supported by and coordinated with these multiple initiatives, which include:
 - *Employ Baltimore*, a city-wide campaign to support the development of Baltimore businesses and encourage employers to hire Baltimore residents.
 - A federally-funded *Empowerment Zone (EZ)* initiative, underway in six U.S. cities including Baltimore since December of 1994, to create incentives for job retention and new job creation in high poverty areas. Baltimore's Empowerment Zone project has a total budget of \$100 million to invest in six low-income neighborhoods over a 5-year period.
 - *Career Connections*, Baltimore's school-to-work initiative. The City of Baltimore received a local school-to-work grant (from DOL/DOE) in the amount of \$482,000, which targets career preparation and skills/training for youth in West Baltimore.
 - *East Baltimore Youth Fair Chance*, a DOL-funded initiative with a total budget of \$4.6 million to coordinate job training, educational, and community support services on behalf of young people age 14 to 30 in a targeted area in East Baltimore.
 - *Bridges to Work*, a foundation-funded initiative with a budget of \$1.7 million to link job seekers in Baltimore City to jobs in suburban Maryland through the development of improved transportation linkages between the city and the suburbs.

The entrepreneurial efforts of the local One-Stop partners have also resulted in Baltimore's receipt of two additional federal grants related to One-Stop system development.¹ The Eastside Career Center has played a major role in fielding each of these initiatives and each has supported the further development of local services consistent with the One-Stop vision.

¹The Mayor's Office of Employment Development exemplifies the entrepreneurial spirit. The agency's 1996 budget of over \$25 million was composed of 25 different funding streams, of which a number were discretionary grants.

- A *One-Stop Local Learning Laboratory* grant of \$350,000 from the Department of Labor's One-Stop office has helped staff from the Eastside Center and the Urban League Center to expand the One-Stop services available to the general public as well as to disseminate information about the local One-Stop approach.
- Receipt of a \$780,000 Title III national demonstration grant and an additional \$318,000 state grant to test "*Career Management Accounts*" has enabled the Center to reengineer the training assistance available to targeted customers to make these services responsive to individual customers' needs and interests.

Each of the multiple initiatives and funding streams associated with the One-Stop initiative is viewed as supportive of the others. However, the result is a very crowded playing field, with a need for close coordination among different initiatives to ensure that duplication of effort is not occurring. The respondents at the Eastside Career Center described the relationships between the Baltimore Career Center Network, CareerNet, and Employ Baltimore as follows: " 'Employ Baltimore' is the trademark for advertising integrated job seeker/employer services. CareerNet is the technology used to provide the services. The Baltimore Career Center Network is the service delivery structure for the employer and job seeker services advertised as part of the initiative."

ORGANIZATION AND GOVERNANCE OF THE LOCAL ONE-STOP INITIATIVE

Planning and Oversight. In the state of Maryland, local areas interested in becoming CareerNet implementation sites are required to form a local planning team and undergo a coordinated local planning process. Following the state blueprint, the chair of the local Private Industry Council designated the PIC's Business Services and Training Subcommittee as the local One-Stop planning team.² This committee had begun to deal with issues of integration of services across local workforce development agencies and service providers even prior to the development of a formal One-Stop grant application. As the official One-Stop planning team, the committee participated in and oversaw the development of the Baltimore City local plan requesting that Baltimore be designated as a first-round CareerNet participant.

²The Business Services Subcommittee is one of four working committees of the Private Industry Council. The other three are: The Executive Committee (the PIC Chair and Chairs of the other three Subcommittees); the Youth and School-to-Work Subcommittee; and the Welfare Employment Policy Committee.

The 14 members of the local planning team include the PIC chair and three additional employer representatives, as well as high-level representatives from the Mayor's Office of Employment Development (MOED)—which is the local administrative entity for the JTPA program, the Job Service division of the Maryland Department of Labor Licensing and Regulation, and the Baltimore City Community College. Additional members include representatives of two organizations that had previously played a key role in the delivery of JTPA services as contractors to MOED—The Baltimore Urban League and the AFL-CIO of Metropolitan Baltimore.³ Thus, the planning body responsible for the Baltimore One-Stop system included the entities responsible for the major federal funding streams as well as the key local service provider partners. MOED also provided a strong link to the mayoral administration as well as to the multiple associated initiatives that are underway in the city.

On-Site Center Partners The three full-service career centers will each have their own configuration of on-site partners. At the Eastside Career Center, the delivery of JTPA services is undertaken directly by MOED staff.⁴ The Job Service has three staff on-site at the Eastside Center and will also have staff outstationed at each of the other two full-service centers. Although Baltimore City Community College is a formal member of the local One-Stop planning team and is active as a vendor of occupational training and a provider of customized training to meet local employer needs, the college does not outstation college staff at other network sites.⁵

At the time of the site visit, the on-site service partners at the Eastside Career Center included the following:

- *Mayor's Office of Employment Development* (MOED) accounts for the majority of the staff housed at the Eastside Career Center. At the Eastside Career Center, MOED staff support core services to all One-

³Under the previous system, the Urban League had operated a center serving JTPA Title IIA and dislocated worker participants and the AFL-CIO had operated the local center for dislocated workers. Under the new One-Stop design, each of these contractors will be responsible for managing a full-service center that serves a universal customer population.

⁴At the other two full-service centers, MOED will subcontract with the Baltimore Urban League and AFL-CIO Baltimore Metropolitan Council for the delivery of JTPA-funded services.

⁵At the time of the site visit, the community college was planning to participate as a Career Information Center, which would enable them to have CareerNet system hardware and software installed at the community college without committing a full-time resource area specialist to assist customers in using the automated system.

Stop customers and provide JTPA-funded services to economically disadvantaged adults and dislocated workers.

- *Maryland Job Service* staff have been assigned to the Center as part of an integrated staffing team since February 1996. At the time of the site visit, three Job Service employees were assigned full-time to the Center, including a Job Service supervisor/interviewer, an interviewer and a veterans employment services representative. Job Service staff also participate in the delivery of core services to One-Stop customers.
- A nurse assistant funded by the Baltimore City Health Department has office hours at the Center once a week to provide blood pressure screening and assist Center customers with problems such as weight reduction or referrals for medical problems.
- Until May 1996, MOED also contracted for an on-site staff person to represent the local United Way's "Call for Help" program, which provides food, clothing, emergency services to homeless individuals, mental health counseling, and other supportive services. However cutbacks in the MOED budget forced the agency to eliminate the funding for this on-site position just before the site visit.

Center Governance. Ongoing governance at the Eastside Career Center is provided through a team structure. Although formal lines of staff supervision still follow agency lines, center plans as well as day-to-day staff assignments are developed by teams in which staff from all on-site partners participate. Overall guidance on the career center system philosophy and direction is provided by the MOED General Manager, housed at the Eastside Career Center, whose job includes management and oversight of the entire career center network. Because the Eastside Center is the most advanced local One-Stop pilot, decisions regarding its design tend to be discussed at the network level as well as at the center level.

Oversight of day-to-day Center operations is shared by two MOED supervisors and the local Job Service supervisor. Additional members of the local management team include a Program Operations Specialist supported by the Local Learning Laboratory grant. The Center management team meets monthly, with bi-weekly meetings of subcommittees. At the time of the site visit, the active subcommittees included a group working on the plans for the local resource library and a group developing a protocol for coordinated job development activities across local partners.

Coordination with Additional Partners. As part of the Baltimore Career Center Network, the Eastside Center partners coordinate closely with additional agency partners not physically present at the Center, including welfare-to-work, school-to-work, and economic development partners.

MOED is currently a contractor to the Department of Social Services (DSS) for the delivery of welfare-to-work services at two separate “Project Independence” program centers. CareerNet hardware and software are also being installed in both Project Independence centers during the first phase of Baltimore’s One-Stop implementation initiative. Although housed at different locations than the full-service centers, the specialized welfare-to-work centers will be part of a new electronic scheduling network that will facilitate individual customer referrals between all local service sites.

Youth-related initiatives in Baltimore, which include the JTPA-funded Summer Youth Employment Program, the Youth Fair Chance initiative in East Baltimore, and Baltimore’s School-to-Work initiative—called Career Connections—are not directly represented by staff housed at the three full-service career centers. However, adult and youth initiatives are carefully coordinated at the agency level (e.g., within MOED, which oversees both youth and adult JTPA services), as well as through overlapping memberships on the local School-to-Work advisory board and the Private Industry Council. Integration of youth services with the One-Stop initiative—through the installation of CareerNet automated services at youth service sites and the encouragement of youth to use the full-service career centers—is currently a high priority for MOED managers. Furthermore, under the Employ Baltimore initiative, local partners are consolidating the marketing and delivery of services to employers on behalf of both adult and youth customers.

The One-Stop system is also designed to involve economic development partners in the design and delivery of services to local employers and to use job-seeker services to help promote local economic development efforts. State and local economic development partners currently meet on a monthly basis. Economic development objectives are at the heart of the Empowerment Zone initiative that is closely coordinated with the Baltimore Career Center Network. The Private Industry Council was recently expanded to include local economic development agency representatives.

In summary, the organization of the One-Stop initiative in the Baltimore service delivery area is characterized by: (1) full cooperation and active support of integrated services among co-located JTPA and Job Service partners; (2) full cooperation by the third required local partner—the local community college—in network planning but a more limited participation by this partner in the direct delivery of career center services; (3) the use of a team structure with cross-agency functional teams making

decisions about local Center operations and services; (4) active coordination among One-Stop, welfare-to-work, school-to-work, and economic development initiatives despite lack of co-location of these partners.

COMMUNICATION AND COORDINATION

Communication Within and Among Local Center Because the local partners are interested in having direct service delivery staff participate actively in teams to design One-Stop services and solve ongoing problems, supporting communication among Center staff is an important feature of the One-Stop design. Early in the planning for the Eastside Career Center, staff participated in several retreats that helped inform everyone about the philosophical underpinnings of the One-Stop system and involved them in discussions about the One-Stop design. MOED has also involved staff from its two subcontractors—Urban League and AFL-CIO, each of which will be operating additional full-service centers—in retreats and planning sessions on One-Stop service design.

At the Eastside Center, a variety of formal and informal communications tools are used to support the development of an integrated Center staff with a sense of common purpose. These include regular staff meetings and frequent informal communications among direct service staff. However, at the time of the site visits, it was not possible for staff within the Center to communicate with each other by electronic mail.

Communication among the local partners located throughout the Baltimore Career Center Network has also been identified as an important system-level need. To address this need, local partners are using most of the local One-Stop planning grant received from the state to develop an automated scheduling network linking different service sites. Staff at any networked site will be able to dial-in to the scheduling bulletin board at any other site, pull up the schedule for any of the group workshops, counseling sessions, or training sessions offered at the site, and schedule a customer for an available time slot. At the time of the site visit, this electronic system was being piloted between the Eastside Center and the main Job Service office downtown.

In addition, it is planned that the scheduling system will also support a “Question and Answer” communication system among sites, to allow staff from any center to communicate with designated system experts for particular funding streams.

Communication between the Local Site and the State Perhaps because they are located in the state capital, local respondents indicated that they work closely with the members

of the state One-Stop steering committee⁶ and participate on many of the state One-Stop work groups that meet on a monthly basis. Local respondents view the state and the Baltimore site as sharing leadership roles in the development of the One-Stop model for the state. As one respondent stated, “We don’t wait for the state to tell us what to do. The state wants local sites to show leadership. We are testing a model that supplements the state’s automated CareerNet system with local resources to achieve a more comprehensive menu of One-Stop services.”

FUNDING ARRANGEMENTS, BUDGETING, AND FISCAL ISSUES

The Baltimore Career Center Network has been implemented primarily by coordinating existing funding streams. Only relatively small amounts of funding have been designated specifically for One-Stop system development. The most important of the contributions earmarked for One-Stop development include the receipt of CareerNet hardware and software from the state (paid for largely by Maryland’s One-Stop Implementation Grant), the receipt of a small local One-Stop planning grant from the state, and the receipt of a Local Learning Laboratory grant from the U.S. Department of Labor.

Maryland retained most of its One-Stop Implementation Grant at the state level to develop and implement the hardware and software for the CareerNet system. Approval of Baltimore’s local CareerNet plan by the state had resulted in the installation of 83 CareerNet workstations for customer use and 63 staff workstations across five local sites by the end of the second implementation year. During a planned third phase, the state will install CareerNet hardware and software in an additional nine network sites (a combination of full-service, specialized service, and satellite centers).

Beyond receipt of the CareerNet hardware and software, local sites received only a small amount—\$21,000—from the state to support the development of local One-Stop systems. The majority of the local \$21,000 planning grant was allocated to the development of a communications system to support integrated customer scheduling and promote consultations among network partners on different areas of expertise, as described above. The local planning team also received an additional \$10,000 from the city to support system-wide electronic communications.

⁶Both the Director of MOED and MOED’s General Manager of the One-Stop Career Center Network are on the state’s One-Stop Steering Committee.

In July 1995, the Eastside Career Center and the Baltimore Urban League Center were selected to share a \$350,000 Local Learning Lab grant from the U.S. Department of Labor. The award was made, in part, to show how a One-Stop functions when it has multiple connections to other initiatives and projects. Receipt of the learning lab grant provided another earmarked source of funds to develop an integrated One-Stop system. Activities covered with the learning lab grant have included the design and development of local resource libraries for each of the full-service centers in the network and the refinement of local learning laboratories through the acquisition of software to supplement the CareerNet software.

Beyond the funds earmarked for One-Stop development, the design and implementation of an integrated service package at the Eastside Center has depended on the co-location of staff and development of integrated staff functions by multiple agencies supported by multiple funding streams. Most of the ongoing costs of operating the Eastside Career Center, including the cost of rent and utilities, are being paid from funding streams administered by MOED. Programs offered by MOED staff housed at the Eastside Center include JTPA Title IIA services for economically disadvantaged adults and JTPA Title III services for dislocated workers. In addition, staff housed at the Eastside Center are managing a special demonstration grant from USDOL of \$780,000 to test “career management accounts” as a way of providing retraining assistance to dislocated workers. Services provided by Job Service staff housed at the Center are supported by Wagner-Peyser and Veterans Employment Services funding.

Formal cost-sharing arrangements have not been developed among the participating partners. Rather, all Center staff share in providing the core One-Stop services to the general public, including Center Information Sessions, staff support for the CareerNet room, the resource library, the resource laboratory, and Job Club and resume writing workshops available to the general public. When provided by JTPA-funded staff, these services are considered outreach and pre-enrollment services associated with the JTPA program. Job Service staff are able to provide more intensive services to the general public using Wagner-Peyser funds.

At the time of the site visit, local respondents had not found the DOL cost allocation technical assistance guide to be as useful as they had hoped and had decided not to request a waiver to pilot the TAG. They indicated that federal workforce development block grants “would make [accounting for the costs of integrated services] a lot easier, as long as there is strong local control, so that block grants could be used to address local needs.”

Center staff have also begun discussing fee-for-service arrangements as a way to offer more intensive services to a broader range of customers. Possible services for which fees could be charged include job search/job retention seminars and publications developed by the Center.

DESIGN OF THE LOCAL ONE-STOP INITIATIVE

Evolution and General Description of Local Design

In preparation for the transition to integrated services, the local partners underwent a structured planning process to design a new network, based on “what each of the partners could bring to the table.” They agreed to “bring the JTPA and Job Service infrastructures together in some way” so that they could offer a standardized set of services in a variety of different locations around the city, without “taking over each other’s jobs.” This local vision went substantially beyond the state’s minimum requirements for a One-Stop system that would use electronic linkages to coordinate referrals while permitting each partner to remain in its own location and retain its own identity. Although their vision diverged somewhat from the state’s One-Stop vision, local respondents indicated that the state has been very supportive in helping them realize their vision.

Local players have planned a series of distinct changes in the transition from the previous system to the Baltimore Career Center Network. As described in the local application for state One-Stop implementation funds and certification, the planned changes include the following transitions:

- from services limited to categorically eligible customers to services open to the public;
- from a service flow beginning with eligibility determination to one beginning with information sessions and access to self-service computers;
- from a primary activity of enrollment and placement to one of providing comprehensive on-site services;
- from few referrals between agencies to comprehensive collaboration among partner agencies and programs;
- from services that emphasize referral to class-size training to services that include a wide range of service options, including computerized self-service training, on-site class-size training, vouchers to attend training at a variety of public or private training providers, on-the-job training, and customized training;
- from basic skills remediation by referral to on-site computer-assisted remediation;
- from differentiated service sites each offering access to special funding streams to homogenized sites offering a common menu of services across centers;
- from a method of serving employers that encouraged competition among agencies to one encouraging coordination and collaboration;
- from an emphasis on client case management to an emphasis on customer choice and satisfaction;
- from a variety of centers with unique identities to a shared network identity;
- from distinct technologies at each center to a shared CareerNet technology.

With tactical support from the state's One-Stop Steering Committee, the Baltimore local partners proceeded to negotiate local site agreements for sharing staff and resources on a site-by-site basis. When the old MOED Eastside Center arranged to move to a new location and obtained state funds to rehabilitate an old warehouse facility that would have space to accommodate staff from additional partner agencies, it became the first site to operationalize the One-Stop vision. The Eastside Career Center officially opened as a One-Stop facility on January 1, 1996. Job Service staff joined the Center in February, 1996.

An Implementation Plan for the Baltimore Career Center Network for 1996 included three major objectives to ensure the development of a common approach across all network sites and local partners: (1) coordinate job development efforts among local One-Stop partners; (2) provide universal access to integrated employment and training services; and (3) transition staff to a One-Stop system and establish economies of scale through integrated staff responsibilities.

To pursue the first objective of coordinated job development, the local partners have convened a cross-agency "job development team" assigned to develop a "job development protocol" that will clarify how local partners will conduct coordinated efforts to market each other's services/customers to employers without duplication of effort. In addition, the members of the job development team will establish procedures to set and monitor system-wide job development goals.

To achieve the second objective of universal access and integrated services, several strategies are being pursued. First, the local implementation grant funds are being used to develop an electronic referral system so that staff at any site have the ability to schedule services at other sites for customers. Second, a generic brochure and customer service sheets will be used to provide information about the One-Stop services to customers at all centers. Third, a resource library is being developed at each of the centers. Fourth, to make services truly universal, efforts are being made to coordinate career center activities with local youth-oriented activities.

To achieve the third objective of integrated staff responsibilities, several strategies are being pursued. First, training plans are being developed to make staff more knowledgeable about all network services. Second, the responsibility for providing UI profiling workshops will be decentralized to each center. Third, the

responsibility for rapid response services will be assumed by the network as a whole, rather than being centralized in the dislocated worker program operated by AFL-CIO.

Relevance of the Local Design to the Four Federal Goals

Universal Access

Although the Eastside Center is clearly influenced by its history as a JTPA service center that targets services to categorically eligible customers, a new paradigm of universal access is taking root, thanks to the availability of the CareerNet technology and services. As staff indicated, “everybody who comes through this door is a CareerNet client.” To supplement the CareerNet self-service options available to the general public, the Eastside Career Center has participated in acquiring and testing additional computer-assisted learning software (e.g., covering basic skills, typing skills, computer software skills, and job search skills) for a local resource laboratory as well as developing a local multimedia library available for use by all customers.

In addition, the customer flow process has been redesigned to meet the needs of all One-Stop customers. The initial contact with the Center is designed to provide information about the range of services available at the Center and “tie customers immediately into the CareerNet.” First year goals for the career center network include having at least 15% of the customers of full-service centers be individuals who are not eligible for targeted programs. To facilitate access by working customers, the Center is open Wednesday evenings until 8:00 p.m. Staff have developed flexible schedules to ensure staff coverage of the expanded Center hours. The state has arranged to have the mainframe computer on which CareerNet is housed operating during these hours, so that customers can use the CareerNet system on Wednesday evenings.

In Baltimore, universal access also requires outreach and the effective marketing of Center services to the residents in Baltimore’s high poverty and minority neighborhoods. As part of the Empowerment Zone initiative, CareerNet equipment and software will be installed in six satellite village centers that will be staffed by community-based organizations. If they operate as envisioned, village centers will be a key link in making career center services accessible to all Baltimoreans.

The Implementation Plan for the Baltimore Career Center Network for 1996 also states, “as part of the universal access mission and given diminishing resources it is important the Career Centers serve Baltimore’s youth population.” To make sure that career center resources are available to youth, network partners will be coordinating

with School-to-Work planning teams to develop ways to make the CareerNet technology accessible to youth and to host groups of youth at the career centers.

Customer Choice

Center staff were careful to explain that a more universal service approach does not, in their view, imply less intensive services. Rather, it requires a process for managing the client flow to ensure that customers receive the appropriate level of services. The mix of services at the Eastside Center is designed to offer a range of service content and intensity so that customers can choose the appropriate level of support.

Staff at the Eastside Career Center explained that the state's investment in the CareerNet technology has played a major role in enhancing customer choice. However, they also indicated that "Career Centers must go well beyond technology." Technology-based products and self-paced computer labs and self-directed resources are viewed as extremely valuable for a high percentage of the population, because "not everybody needs hand-holding." However, the design of services at the Eastside Center is intended to supplement self-service offerings with a system of more intensive services "on the job training side" when appropriate. For individuals who need more help, the Eastside Center is designed to offer a variety of services that can be "wrapped around the customer."

Even the more intensive services offered using JTPA funds are now being designed to empower the customer. For example, instead of a single two-week-long employment preparation seminar, the Center offers JTPA participants a variety of short-term workshops on different employment-related topics. Additionally, the new model for supporting individualized retraining —Career Management Accounts— enables individuals to pursue self-directed training as long as they can document that the training will be effective in pursuing their career objectives.

Integrated Services

As described above, the Baltimore CareerNet System goes substantially beyond the state's minimum One-Stop requirements: designating a local agency(ies) to host the state's CareerNet system and coordinating referrals among local JTPA, ES/UI, and community college partners through electronic linkages. At the Eastside Career Center, the local JTPA staff have invited their ES/UI partners to join Center operations through *selective co-location of staff and participation in an integrated interagency*

service design process and the development of an integrated staffing plan for the delivery of services to Center customers This strategy has resulted in the development of additional One-Stop services, including a redesigned Information Session, locally-initiated computer-assisted training options, a series of cross-staffed workshops and seminars for job-seeker customers, and the beginnings of a consolidated system of account executives and services oriented to the needs of employer customers.

These services are presented to customers as part of an integrated service system. Involvement of all Center-based JTPA and ES/UI staff in functional teams to address Center management and service design issues has resulted in the forging of a common sense of purpose among all staff based at the Eastside Center.

Performance-Driven/Outcome-Based

Local MOED staff are active members of the performance measures work group of the state's CareerNet steering committee, which had held only two meetings at the time of the site visit. Respondents indicated that they were in general agreement with the six broad outcome goals established by the state (increased customer utilization, increased employer utilization, increased customer satisfaction, increased labor market penetration, increased life-long learning, and greater agency participation and coordination). However, they indicated that deciding how to measure progress toward realizing each of these goals, collecting relevant data, and deciding how to measure baseline conditions are formidable challenges.

In their local One-Stop application to the state, the partners in the Baltimore CareerNet System set several performance goals for the first year of the implementation period (to be compared to performance during Program Year 1994):

- *to increase the level of coordination and collaboration of services across sites and funding agencies, as measured by a 10% increase in the number of individuals served by more than one program;*
- *to increase the level of uniformity of services available across different sites and agencies as measured by the number of similar services;*
- *to maintain the existing service levels for the funding streams administered by system partners, such as JTPA and Job Service;*
- *to increase the number of customers receiving multiple services and the total number of services received by a typical Center customer;*
- *to increase the number of jobs listed in the automated Job Bank by 5%;*

- *to increase the number of customers from the “general public,”* such that 15% of Center customers will be beyond the pool eligible for JTPA and other categorical programs, and 2% of customers will be already employed at the time they receive services.

In an effort to establish integrated “production” goals for the CareerNet Centers, the local partners are measuring the following outcomes for Center customers on a monthly and annual basis: (1) the number of job placements for all customers as well as the number of job placements for JTPA customers; (2) the daily traffic flow through the Center; (3) the number of enrollments in the automated Job Bank; (4) the number of individuals attending a JTPA employment preparation seminar, participating in self-paced training in the local resource laboratory, or participating in GED training or a skills brush-up class. Production statistics are reviewed monthly as part of a Center “performance review,” which compares agency performance against goals.

The Eastside Center collects information about customer satisfaction after the initial Information Session as well as after the completion of each group workshop. In addition, a mail survey is used to assess customer satisfaction with Center services overall. One of the objectives of the mail survey is to identify additional services that customers would be interested in receiving. The emphasis on performance outcomes at the Eastside Center has also influenced the development of a performance evaluation system for individual staff including instructors, employer account executives, and workshop leaders. Staff performance is assessed, at least in part, by the production outcomes and level of customer satisfaction reported by customers receiving services from each staff member.

Local One-Stop partners expressed concern that the national accountability measures used to assess performance for the individual categorical programs making up the One-Stop partnerships are not changing to reflect the new system goals and objectives. For example, the traditional Job Service performance measures, which emphasize service and placement volume, are not designed to recognize the improvement of customer services that is taking place within One-Stop centers. This, respondents cautioned, has the potential to undermine the local One-Stop partnerships. Thus, local respondents identified unification of accountability systems at both the state and local level as a high priority issue, necessary to cement the foundation of local One-Stop partnerships.

Physical Facilities

The Eastside Center occupies a renovated warehouse on a street with mixed residential/warehouse uses in densely populated East Baltimore, about a mile from Johns Hopkins Medical Center. The modest exterior disguises a spacious and well laid-out interior space. The first room into which customers enter is a reception/waiting area. The waiting area is coordinated by Center clerical staff who assist new customers in understanding what services are available at the Center. In the reception area, leaflets are displayed describing the available Center services and a sign-in sheet is used to document customer arrivals. A “motivational” video can be viewed by waiting customers. Clerical staff also assist customers in using the copy machine and fax machines that are located in the reception/clerical area.

The Eastside Center has two different rooms with CareerNet workstations, with a total of 17 CareerNet workstations available for customer use. The main CareerNet resource room—with 12 workstations—has a resource area specialist on duty at all times. The second room—with 5 workstations—is an unstaffed room off the reception/waiting area, for use by customers who are already familiar with the system.

A portion of the larger CareerNet room is currently reserved for use as a “local resource laboratory” by customers interested in using computer-assisted instructional programs, such as self-paced basic skills and typing drills, a computer-assisted resume preparation program, and computer-assisted career exploration and instruction in job search skills. The 10 computers in the local resource laboratory were provided by the state as part of the CareerNet infrastructure, but are currently networked to a local server that provides access to the programs described above. The CareerNet room also has a resource library with written materials on local educational and training resources as well as a growing collection of books and articles on job search topics.

Staff offices are open to the general use areas, with staff organized by general functional area (e.g., Job Service/JTPA employer account representatives; JTPA case managers, who are referred to as “employment development specialists”). As a result, staff are generally accessible to customers who need to consult them.

Four classrooms/conference rooms are used for a variety of on-site classes and workshops, and are also available for use by employers wishing to conduct Center-based interviews with job applicants. A “phone bank” room is used for job clubs. Conference rooms are also used for meetings involving local CareerNet system

partners. For a modest fee, conference rooms may also be used for community meetings involving other local agencies or organizations.

IMPLEMENTATION OF LOCAL SUPPORT MECHANISMS

Staffing Arrangements

Most of the 25 to 30 staff housed at the Eastside Center are employees of the Mayor's Office of Employment Development. Center staff also include three Maryland Job Service employees who volunteered to be located at the Eastside Center (they were previously assigned to the main Job Service office in downtown Baltimore).

All staff share a number of common One-Stop staff assignments, in addition to their particular job duties. The integrated staff assignments, shared among all Center staff, include: (1) helping customers in the CareerNet room use the automated services and other resource materials, (2) teaching the Center's group workshops and seminars, and (3) leading the Information Sessions for new customers.⁷ The decision to rotate the "resource area specialist" function rather than dedicate one staff position to this function was made for two reasons. First, Center staff have found this job extremely demanding. Second, it has been valuable to have all staff be cross-trained in the use of the CareerNet automated system and have a clear understanding of how these services can meet customer needs.

Specialized functional units at the Center include the following:

- Members of the *Clerical Pool* are responsible for providing reception services, providing information and referral services, and giving technical assistance to customers who are already familiar with the CareerNet or resource library through prior visits to the Center.
- Staff assigned to the *Program Development Unit* help to design and oversee several network-wide functions, as well as provide services to Eastside Center customers. Staff in this unit are responsible for managing on-the-job training and individual classroom training through the "career management account" demonstration as well as carrying out One-Stop system development and dissemination activities funded under the One-Stop learning laboratory grant from DOL.
- The *Employment Development Specialist Unit*, whose staff will soon be renamed "customer service representatives," provide enrollment and

⁷The Job Service staff responsible for Veterans Employment Services is excused from these integrated service functions, because the funding source requires her to serve only veterans.

case management functions to individual JTPA enrollees. In addition, they participate in providing the core One-Stop functions. Under a planned citywide decentralization of dislocated worker services, staff within this unit will also be responsible for rapid response functions associated with large-scale layoffs.

- The *Job Service Unit* is staffed by a supervisor and two additional staff who provide Worker Profiling and Reemployment Services and veterans employment services. In addition, because these positions are funded with Wagner-Peyser funds, staff in the Job Service unit may provide individualized job search assistance to all Center customers , even if they are not JTPA-eligible.
- Staff in a final unit are responsible for a wide variety of job-seeker and employer customer services. The unit supervisor is responsible for the development of the local resource laboratory; two *employer account executives* develop jobs and coordinate closely with the Employ Baltimore initiative. Staff within this unit also provide on-site GED instruction and skills brush-up classes and facilitate the on-site job club.

According to local respondents, the Center managers encourage staff participation in decision-making, as well as shared responsibilities for setting and reaching common Center goals. The sense of a unified and empowered staff is further developed and supported by the integrated physical layout of Center staff and functions, and the scheduling of formal team-building events. These arrangements appear to have created and sustained a high level of morale among Center staff, even in the face of expected 25% cutbacks in MOED's budget for PY1996 and anticipated staff layoffs.

Capacity Building

As described in the Maryland state profile, the Maryland Institute for Employment and Training Professionals (MIETP) has been selected as the vehicle for training to support One-Stop implementation throughout the state. Because MIETP is supported by membership payments from state and local partners, staff employed by the welfare, JTPA, and Job Service systems may attend MIETP training sessions for a nominal fee (\$10 per session).

During the first year of One-Stop implementation, the training emphasis for direct service staff was on use of the new computer technology. At the time of the evaluation site visit, direct service staff from the Eastside Center were in the process of attending the MIETP training that had been developed for resource area specialists, which included training on the role of the resource specialists and training on the different software programs within the CareerNet system. Eastside Center managers had previously participated in the orientation to One-Stop for local managers. MIETP training offerings appear to have been well-received at the local level.

Recent staff development activities at the Eastside Center not directly associated with One-Stop implementation have included training on technical skills (Lotus, Word Perfect, use of the Internet) and problem solving skills. Local respondents commented that the implementation of the Career Center system has made staff want to be more knowledgeable about “the big picture” and how all the Center services relate to each other. Thus, “capacity building” at the Eastside Center has been associated not only with staff gaining discrete new skills, but with staff becoming more involved in trying new things and understanding how to make the system as a whole work better. As a result, staff are also sharing more information among themselves.

One of the major capacity-building challenges in the coming year will be training the small community-based staffs of the village centers to help neighborhood customers use the CareerNet equipment and software that will soon be housed at the village centers. Resources from the Learning Laboratory Grant will be used to train these staff.

Management Information Systems (MIS)

The institution of the One-Stop system has not yet resulted in the development of new information systems or integration of existing management information systems at the local level. The state’s CareerNet system collects information from all users of the automated system via the automated job bank registration/eligibility determination screens. The JTPA system maintains a client-level MIS system of its own within the local service area that is not yet linked to the CareerNet system. Local partners have not yet made arrangements for sharing customer information (e.g., case management or service information) via electronic data exchange among different CareerNet sites.

One factor encouraging the development of an integrated information system at the local level is the desire to be able to measure system-wide performance based on a variety of output and outcome measures. Although the Baltimore network is beginning to develop consolidated performance objectives (e.g., for the total number of job placements to be achieved across all local partners), there is not currently an integrated MIS system that can be used to aggregate achievements by all partners. As a first step, both MOED and Job Service are beginning to produce monthly performance reports that summarize production statistics across all partner programs.

Labor Market Information and Related Information Technology Improvements

As described in the Maryland state profile, the state’s automated CareerNet system includes three major customer-focused service clusters: (1) *labor exchange*

cluster, including an automated job bank and on-line job search assistance; (2) a *career exploration cluster*, including information on careers, labor market demand and qualifications, and occupations suited to individual skills, interests, and abilities; and (3) a *customer development cluster* that enables individuals to obtain information about education and training opportunities and sources of student financial support in the locality and statewide.

Local staff generally spoke very highly of these state-initiated products. However, they indicated that the listing of local employment and training providers in the CareerNet customer development cluster was not complete. To address this gap, local staff have developed a local menu to provide additional information on local providers and additional information on community resources. In addition, local staff indicated that a relatively high level of staff support is necessary to assist customers in their use of CareerNet services. Part of this need is due to “bugs” in the system that result from linking all local workstations to a single mainframe computer; these will be resolved after the state installs local area networks to support the CareerNet software. However, respondents indicated that, even after the “bugs” are corrected, CareerNet users are likely to require substantial support from Center staff. To address this situation, the local learning laboratory staff are developing a non-technical users’ guide to CareerNet.

A local resource laboratory developed for the Eastside Center is testing ways to supplement the state’s automated CareerNet services with additional computer-assisted instructional software. Services available on the ten computers used for the local resource laboratory include:

- a computer-assisted resume writing program;
- self-paced basic skills and GED instruction (*Plato*);
- self-paced job search instruction;
- career exploration and identification of transferrable skills (*Oasys*);
- a typing tutorial (*Mavis*);
- a word-processing tutorial (*Word Perfect*).

Staff would like to add *Windows* and *Lotus* tutorials to the instructional programs available in the local resource laboratory.

Marketing

Marketing to Employers. In July, 1995, the Employ Baltimore campaign was initiated to advertise the services of the Career Center Network to local employers using television, radio, brochures, and public speakers. Additional marketing strategies included using the personal contacts of employer service representatives in agencies throughout the Career Center Network and “getting information out to community groups.” Employers who respond to the marketing campaign are assisted with immediate job referrals, as well as funnelled to appropriate service sites throughout the Career Center network if they need more specialized services.

Through a “job development protocol” workgroup, all the local partners and service providers in the Baltimore Career Center network are currently working together to develop more detailed marketing materials for employers as well as a common protocol for the delivery of employer services. At the time of the evaluation site visit, the local partners had identified the need for a common marketing brochure and system of public service announcements to educate local employers about the integrated career center network and the services available to employers. In addition, partners identified a goal of establishing a home page on the Internet as a marketing vehicle for network services to employers.

Marketing to Job-Seekers. Marketing and outreach to job-seeker customers throughout the career center network include participation by MOED staff in community outreach events (block parties, job fairs, community and school events) and the distribution of brochures and flyers describing Career Center services. A one-page flyer advertising the Eastside Career Center announces: “Doors to Careers: One stop for your employment needs!” and lists the range of services available at the Center. To further educate customers about the services available at the Eastside Center, a series of one-page “customer services sheets” has been prepared for each of the services offered. Each sheet includes a description of the service, as well as scheduling and enrollment information. Job Service workers processing UI claims also have an important role to play in marketing Career Center services to UI applicants/beneficiaries.

One of the goals of marketing One-Stop Career Centers to the job-seeking public is to expand the pool of clients to include individuals with more diverse employment backgrounds and skills. However, the city decided to go for a “soft rollout” of universal One-Stop services, rather than a high profile advertising campaign, at least

until they “were sure [they]...could deliver high quality services” to higher skilled workers.

The Baltimore Career Center Network will be participating in the use of a state-developed CareerNet logo and signage to identify sites with the CareerNet hardware and software. However, the state CareerNet logo will have lots of competition from identifying marks already used by local partners. For example, flyers currently used by the Eastside Center display the Employ Baltimore logo as well as the logos of the City of Baltimore, the Private Industry Council, and the Mayor’s Office of Employment Development. Given the proliferation of distinct but related initiatives in Baltimore, the use of multiple advertising logos will probably continue to be the rule, rather than the exception.

DELIVERY OF ONE-STOP SERVICES TO CUSTOMERS

Customers interested in using Center services are asked to sign up for an initial Information Session that provides an orientation to the Center. During the Information Session, customers:

- *view a video that provides an overview of the Center and its services* using examples of how Center services have addressed the varying needs of different job-seeker and employer customers;
- *listen to a brief presentation and question-and-answer session by Center staff that highlights key services* that may be available to Center customers, including automated CareerNet services, job match/job referral services, on-site training workshops, on-the-job training opportunities, and classroom training offered by other educational institutions/training vendors;
- *go on a guided walk-through tour of the Center* to see the various service areas and get an idea of how the space is laid out for customer use;
- *review “customer service” sheets* that describe each different service offered at the Center and the times it is available;
- *sign on the the CareerNet system* and receive an initial orientation to automated job bank and career information (part of the initial registration on CareerNet is a screen that asks for information to help determine what categorical programs, if any, a customer will qualify for).

A total of nine Information Sessions are scheduled each week. Actual attendance at each Information Session averages 15 to 20 individuals. The Center experiences a relative high “no show” rate among customers who sign up for Information Sessions.

After attending the group Information Session, individuals interested only in the automated CareerNet services (or in the job club or resume writing class, which are both open to the general public) are free to use these services. Individuals who are interested in additional services are scheduled for an individual assessment interview to check the accuracy of the eligibility information entered into the CareerNet system. Individuals eligible for JTPA services who are interested in participating in intensive class-size classroom training or individual training through a “career management account” are given a referral to an employment development specialist who assists the customer in development an individual services plan. Customers interested in classroom training are also scheduled for a more intensive assessment, including administration of the Test of Adult Basic Education (TABE).

Services for Individual Customers

Services available to individual job seeker customers at the Eastside Center fall into several different categories.

Automated or self-directed options available to the general public include:

- access to the state’s *CareerNet automated system* (17 workstations), which offers customers access to job registration, job listings, career interest inventories, information about local education and training resources, and an initial assessment of eligibility for different programs;
- services available in the *resource laboratory* (10 workstations), including a computer-assisted resume writing program; self-paced basic skills and GED instruction; self-paced job search instruction; computer-assisted career exploration and identification of transferrable skills; typing and word processing tutorials;
- access to a *local resource library* containing written and multi-media materials pertaining to community services, employment and training services, training opportunities, labor market information, and job search methods.

Additional services available to the general public include assistance from Job Service interviewers on job search/placement issues. A veterans employment service representative is also available for individualized counseling/job search support for

veterans. Job search counseling/assistance to UI profilees is about to be added to the menu of services available from Center staff.

Although application for UI benefits is currently available at full-service One-Stop centers, the long-range service objective is to centralize the management of UI services at the main office of the Job Service in downtown Baltimore. Ultimately, UI registration will be completed over the telephone. UI profiling will be used as a tool to “disperse the UI traffic” back to the different Career Centers that are part of the network.

A variety of *short-term seminars and workshops* are available at the Center. The Center is struggling with how to make these services available to the general public. Currently, only the job club and the resume preparation workshops are available to the general public. A 10-hour “early intervention” workshop is offered to profiled UI recipients. All other seminars are reserved for JTPA enrollees. Group workshops include the following:

- *Job Club* is offered in two- and three-hour sessions, four days a week. Participants in the job club receive peer support and staff assistance in exploring occupations and identifying and pursuing job leads. A phone bank and newspapers are provided to support job search efforts and participants are given the opportunity to update their resumes.
- *Career Exploration* is a workshop offered in two-hour sessions, three days a week. During this workshop, participants are assisted in identifying interests, skills, abilities, and values, and matching them to specific occupations. Participants are also provided with information about different training and apprenticeship opportunities.
- *Resume Writing* is a two-day workshop.
- *Setting Goals for Success* is a two-hour workshop offered once a week. Participants discuss values and setting long-term career goals, and learn how to explore career alternatives.
- *Communicating to Get the Job You Want* is a workshop scheduled twice a week that teaches participants how to communicate clearly and effectively. Topics cover verbal and non-verbal communication skills, listening skills, and writing skills related to completing effective job applications and interviews.
- A *Second Chance Workshop*, available twice a week in a two-hour session, is targeted to individuals who are encountering difficulty in their job search. Topics covered include identifying individual strengths and weaknesses and handling job interviews.

- *Workplace Skills* is a 12-hour workshop taking place over 4 days that is designed to give participants the skills needed to keep a job.
- *Early Intervention* is a 10-hour workshop offered to UI profilees. At the time of the site visit, this service was still being offered by AFL-CIO staff at the dislocated worker center. Plans were underway to decentralize this workshop to each Center.

Training in basic educational skills and occupational skills is reserved for Center customers enrolled in JTPA programs.

- *GED Training* is offered on-site three hours a day four days a week. Classroom instruction is linked with computer-assisted instruction in this intensive training activity.
- *Occupational training* funded under JTPA Titles II or III includes class-size training, on-the-job or customized training developed for specific employers, and individual training vouchers provided through the Career Management Accounts demonstration. Over time, MOED is evolving away from contracting for a series of “class-size” training programs (e.g., in clerical/computer, janitorial, cooking, etc.) and toward increased use of individual referrals to a large list of approved public and proprietary training vendors.

Under the Career Management Accounts demonstration, Career Center customers are able to research and develop individualized training plans. The burden of the responsibility for researching training providers is placed on the individual applicants. The application process requires applicants to interview training providers as well as two employers in the field to ensure that they are informed about the work environment and type of work involved.

Services for Employer Customers

Employer services are consolidated and coordinated under the Employ Baltimore initiative. Services advertised include: free listings on the computerized job bank, free screening and referral of job seekers that “match” the employer’s description, access to services provided by a single “account executive,” access to a variety of tax credits (e.g., for hiring Empowerment Zone residents), and free on-site or off-site customized training for targeted job seekers. Employers who respond to the marketing campaign are assisted with immediate job referrals, as well as funnelled to appropriate service sites throughout the Career Center network if they need more specialized services.

CUSTOMER RESPONSE

Individuals

A focus group discussion was conducted with participants in a four-day workplace skills workshop. Individuals were all JTPA enrollees. Participants described a variety of individual experiences prior to coming to the Eastside Center. The common theme expressed by respondents about their experiences at the Eastside Center was “You feel like you are *someone* here and that your decisions are important.” “It doesn’t feel like you are wasting your time.” One customer said, “I came in wanting a job. Now I want a job that fits my abilities and skill level.” Another said, “It helped to learn about the different steps to getting a job.”

Employers

No information was obtained from employer customers during the site visit.

ASSESSMENT AND LESSONS LEARNED

The One-Stop services developed at the Eastside Career Center reflect a balanced commitment to making workforce development services available to the general public and making sure that services continue to be accessible to and appropriate for residents of Baltimore’s most disadvantaged communities. The successes of the Eastside Center demonstrate what can happen when a JTPA service provider with well-developed services for economically disadvantaged and dislocated workers joins forces with a Job Service partner that can help market services to employers and broaden the customer base to include a wider range of job-seekers.

Under the career center initiative, Center staff have developed a customer flow process that provides One-Stop customers with information about the range of available services and allows customers to request more intensive services if they are interested. Although staff are trying to create as few barriers as possible for access to more intensive services (e.g., by making the marketing materials for career management accounts appropriate to an audience with limited reading skills), they perceive that there will be a self-selection process under the current system that favors the more job-ready, or at least the more motivated among potential system users. For example, individuals who don’t have the skills or initiative to research individual training options will not be able to receive training under the career management account system.

Some Center staff worry about what will happen to the “most at risk” under the emerging One-Stop system. Nevertheless, the Eastside Center reflects ongoing attention

to comprehensive customer needs, including a broad range of basic skills, decision making skills, motivational/self-esteem issues, and occupational skills. Although the style of service delivery is changing, e.g., from “doing for” customers to providing information and supporting them to “do for themselves,” the assessment of customers’ needs and the desire to provide relevant services remains unchanged.

Local respondents identified the next logical stages in One-Stop development as making progress in generating revenues to support Center services, building a stronger relationship with local communities, identifying unmet needs (e.g., services targeted to ex-offenders), and developing resources to address those unmet needs. Respondents identified having staff who are flexible as key to meeting the further system-building challenges.